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SOUTHERN REGION

RECREATION FOR THE FUTURE

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Each year more and more Americans take advantage of increased leisure time to seek outdoor enjoyment. On the National Forests in the South we play host each year to millions of persons who are looking for a meaningful outdoor experience.

This increasing use of available space has brought a challenge to both public and private land resource managers. We must protect natural beauty and the quality of the environment and, at the same time, provide an ever-widening variety of recreation activity.

Our planning and development must be keyed to the needs of the future and the capabilities of the land. Coordination with public and private agencies is essential if we are to take advantage of existing and potential advancement programs such as the Youth Conservation Corps and Green Thumb.

This document will serve as a guide to the future for recreation on National Forests in the South. It ties right in with our new approach to land use planning in the East. The new approach cuts across Forest, District Ranger and State boundaries in order to coordinate planning for areas which are alike. The new system leans heavily on unit planning. This publication will be a guide for the recreation portion of the proposed Unit Planning.

It is our belief "Recreation for the Future" will serve the National Forests and the people as well.

T. A. Schlapfer

T. A. SCHLAPFER
Regional Forester
Southern Region
June, 1971

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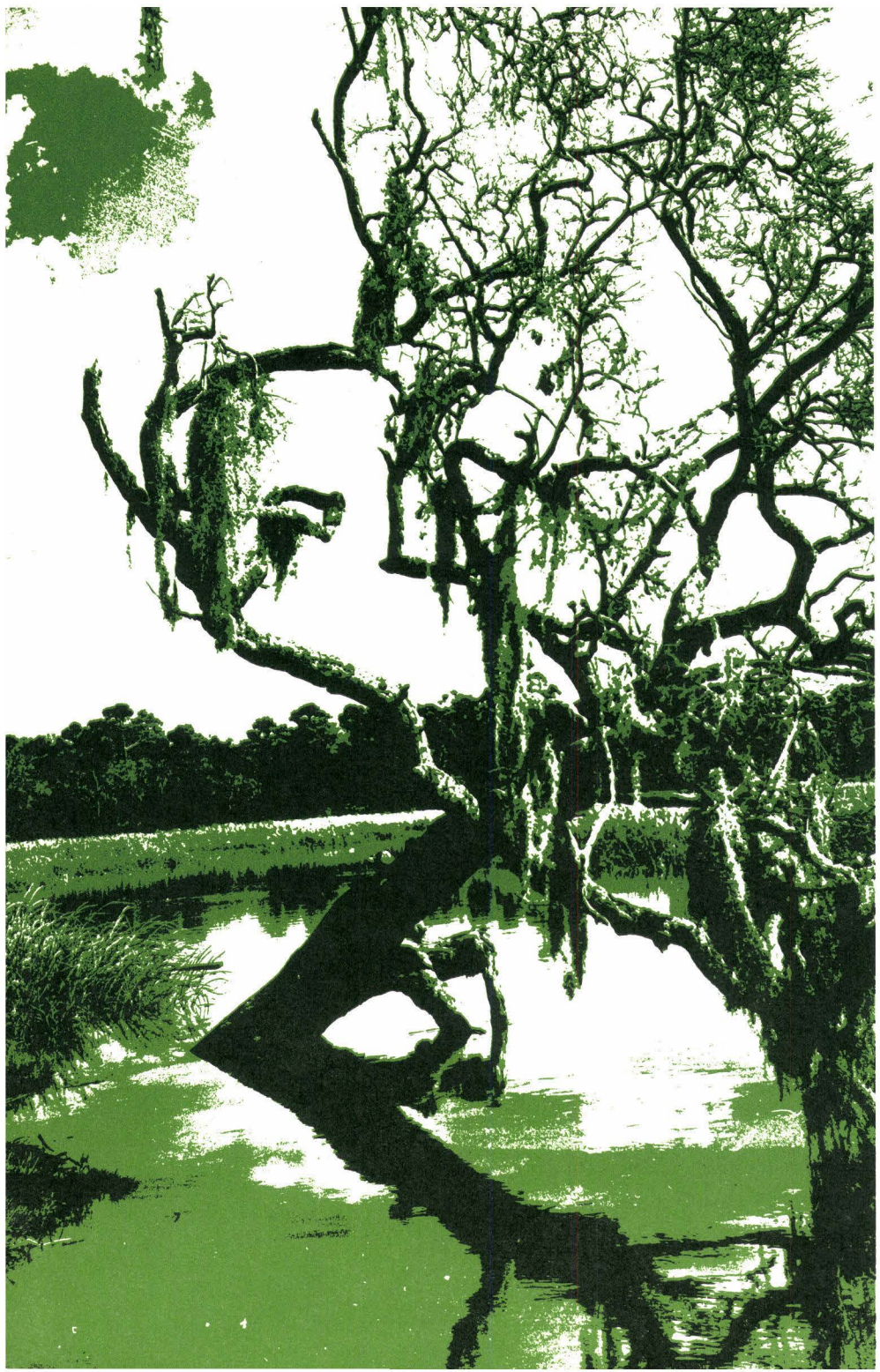


PURPOSE

The purpose of this plan is to define the role and describe the direction of Recreation for the National Forest—Southern Region.

OBJECTIVES

1. Provide the broad guidance necessary to accomplish unit planning through an interdisciplinary team approach.

2. Manage and enhance the Forest environment to provide a suitable spectrum of recreation activities and experiences.

3. Benefit residents of rural and urban centers dependent upon Forest recreation resources.

4. Forest visitor participation in meaningful and purposeful activities of their choice with minimum limitations and direction.

5. Establish and maintain appropriate facilities and services; and, so manage as to:

   A. protect the natural beauty and quality of the environment.

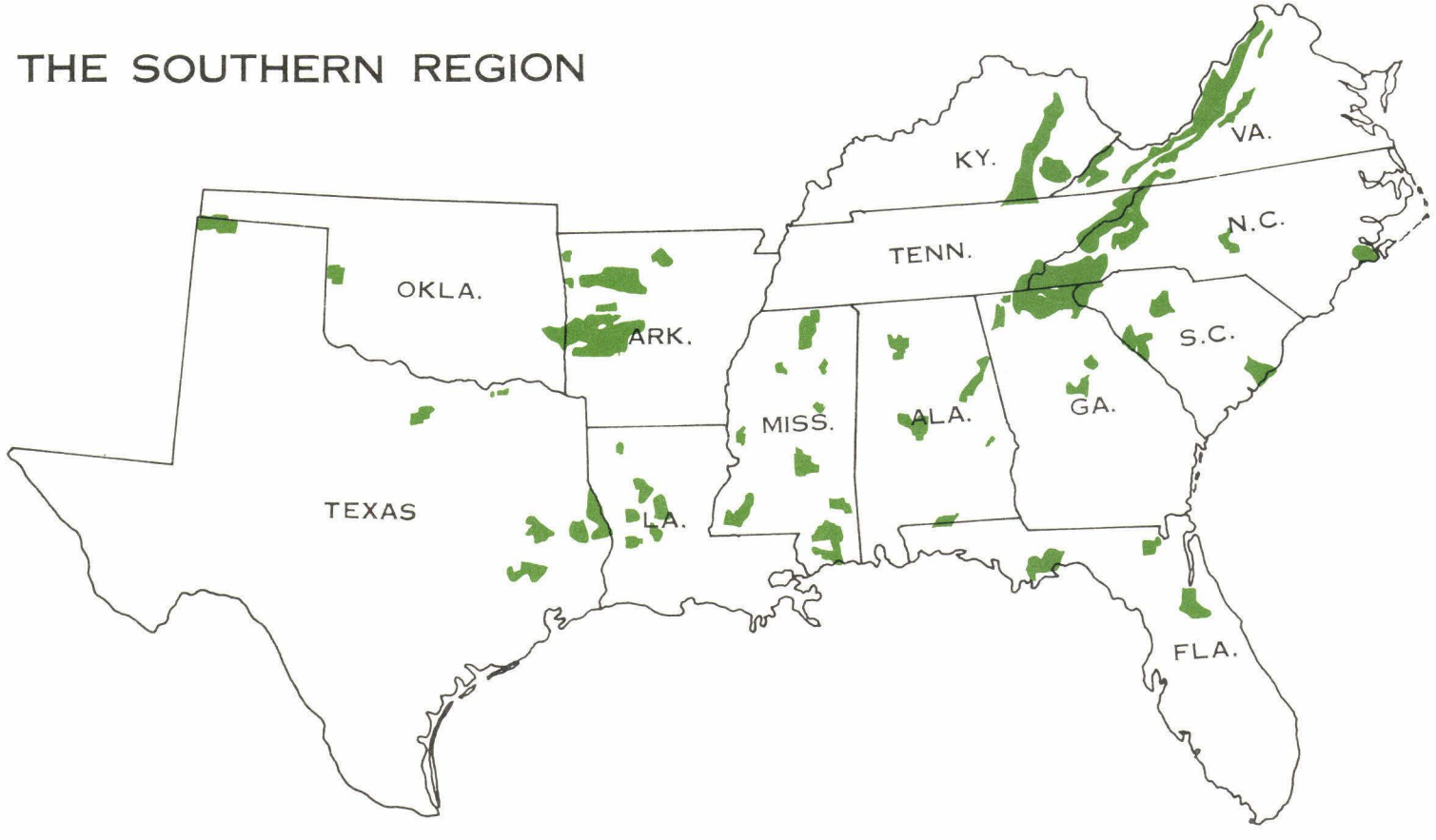
   B. consider the special needs of the physically or economically underprivileged when planning and locating recreation opportunities.

   C. serve our fair share of present and future outdoor recreation needs.

   D. insure the safety and protect the Forest visitors within reasonable and practicable limits.

6. Coordinate with public and private agencies to take advantage of existing and potential advancement programs.

THE SOUTHERN REGION



. . . The Southern Region is unique—it extends from the mountains of Virginia to the sands of Florida, thence westward to Oklahoma and Texas.

When compared with the continental United States, the 13 states of the Southern Region embrace 1/4 of the land area and 1/4 of the people.

Within this vast complex of land and people, the National Forests occupy 12 million acres. This forest environment is a short drive from many rural centers and only hours from large urban populations. These populations need environmental experiences.

NATURAL ENVIRONMENT

The most impressive asset of the Southern Region is its varied topography and climate. It varies from the subalpine 4000-6000 foot elevations of the Appalachians to subtropic in the near sea level areas of the Lower Coastal Plains.

Most of the National Forest land in the Region was once in private ownership. Large scale agriculture soon failed as the land began to tire. Timber resources and potential promoted the logging industry. As agriculture failed, the land acquisition program for the Region began. The first purchases were the headwaters of navigable rivers in the Appalachian area. Past history and present ownership patterns make the management of the Southern Region a very complex and sensitive job.

The precentage of forest land in National Forest ownership is small. But, these public properties make a valuable contribution to the economic, physical, mental, and spiritual well being of the South and the Nation.

ECOLOGY

Vegetation

The Region has gone through many ecological changes since the days of large plantations and the logging of virgin stands. Today the Region has a varied pattern ranging from mixed hardwoods in the Appalachian Mountains to coniferous forest of the coastal plain.

Soils

Several thousand different soils occur on the National Forests. Parent soil materials are varied and complex. The ages of individual soils range from recent to geologic.

Agricultural and other uses of varying intensity impaired the physical condition of much of the soil prior to establishment of the National Forest. Forest management has improved much of the area, but many soil areas are still in poor physical condition.

Geology

There are no significant voids in the fauna of the Region. However, several wildlife species vanished from the youngest (recent) to oldest (Precambrian). These rocks are associated with Coastal Plains, Piedmont, Blue Ridge, Valley and Ridge Appalachian Plateaus and Ozark Plateaus (including Ouachita Mountains) physiographic provinces.

Wildlife

There are no significant voids in the fauna of the Region. However, several wildlife speaies vanished during early settlement by white men when they could no longer find suitable habitat. Game species surviving the inroads of civilization are adaptable to modern forest associations.

LAND USE

Agriculture is declining as a primary land use over most of the Region and will never again rise to the land use significance of its days of glory.

Extensive reforestation projects and better utilization of forest products have brought promise of a better future to the forest industry.

Recreation represents a major land use, and projections indicate a steady increase in demand. More land will be needed to provide opportunities for public use and enjoyment.

ECONOMICS

Expansion of recreation facilities, both public and private, includes supporting trade and business. This development would cause—

—an attraction which would increase visitation.

—necessary transportation, and construction of lodging and primary facilities.

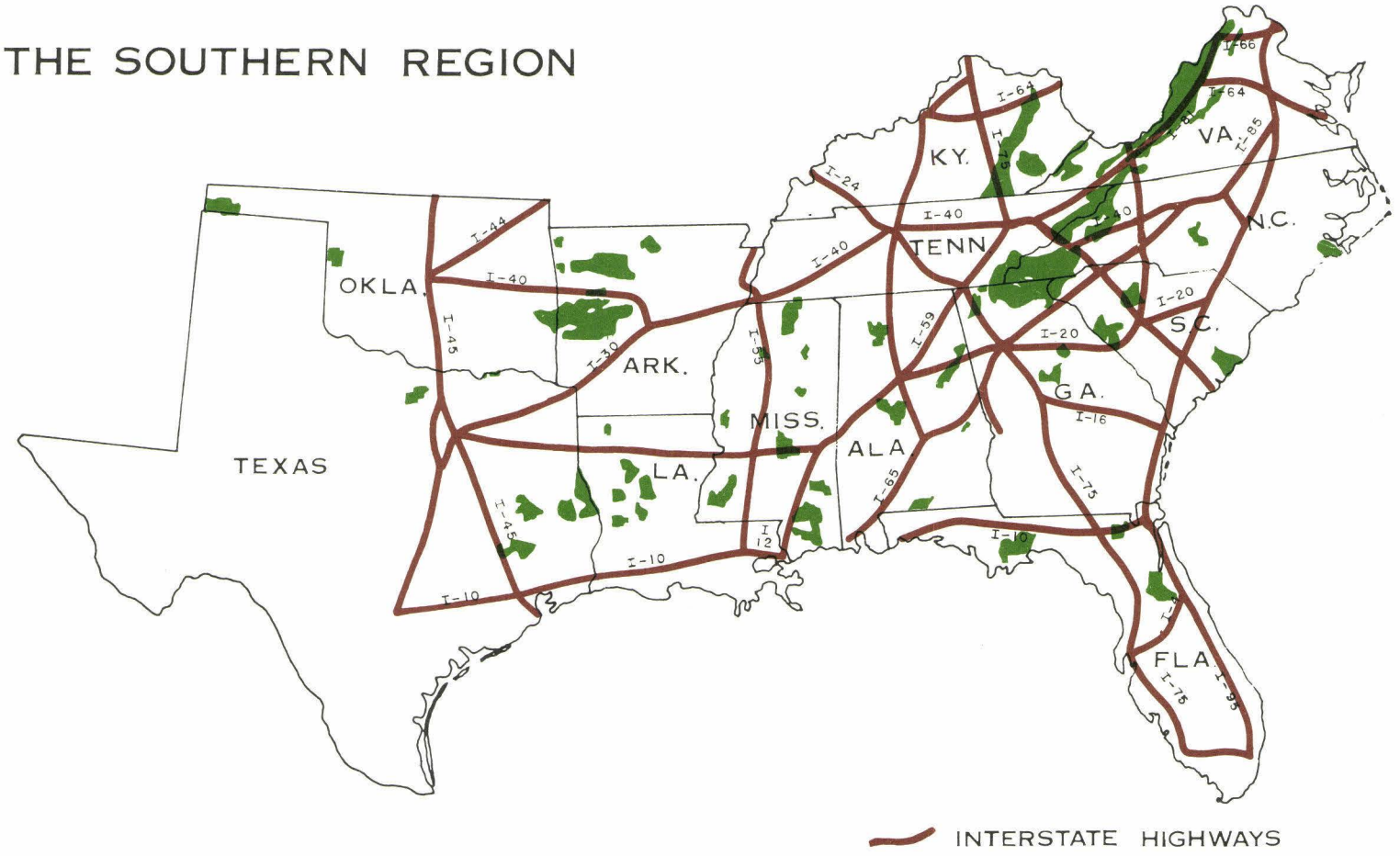
—lodging and eating facilities along access routes.

—hiring of people to staff the primary and supporting facilities.

—increased capital turnover in the money economy.

—either a new supply of money to the area or transfer within the area.

THE SOUTHERN REGION



ACCESS

The people of the Southern Region are "Mobile." As the Interstate Highway System is completed the once remote parts of the Region will be readily accessible, not only to this Region, but to the population of the East. Day trips are being reduced to hours and hour trips to minutes.

Existing Forest transportation facilities are not adequate either in extent or standard to meet present-day and near-future needs for full development and use of the Forest resource.

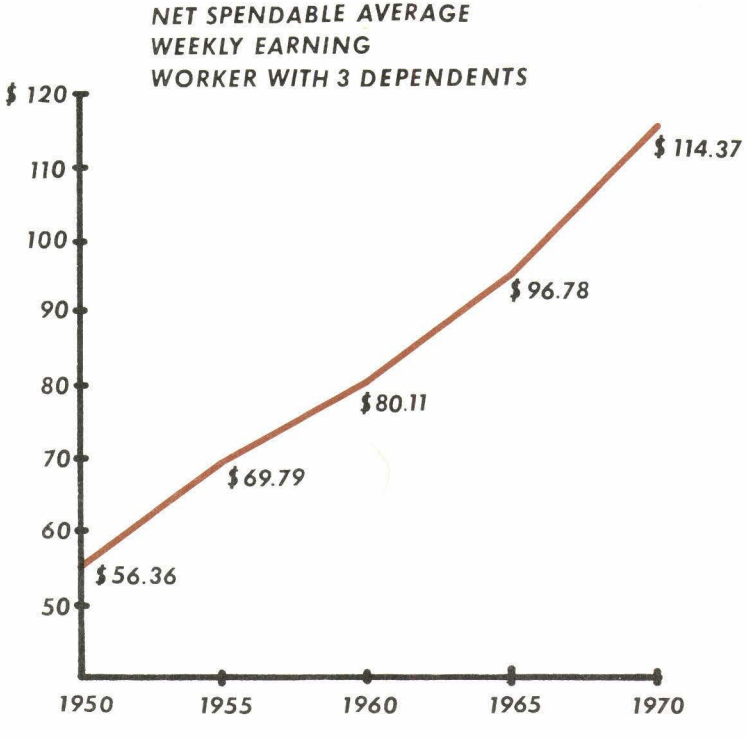
Access, particularly by automobile, must be controlled. In all expansion or development of the transportation system, the aesthetics and other environmental factors must be protected or the eventual destruction of the resource itself through overuse will result.

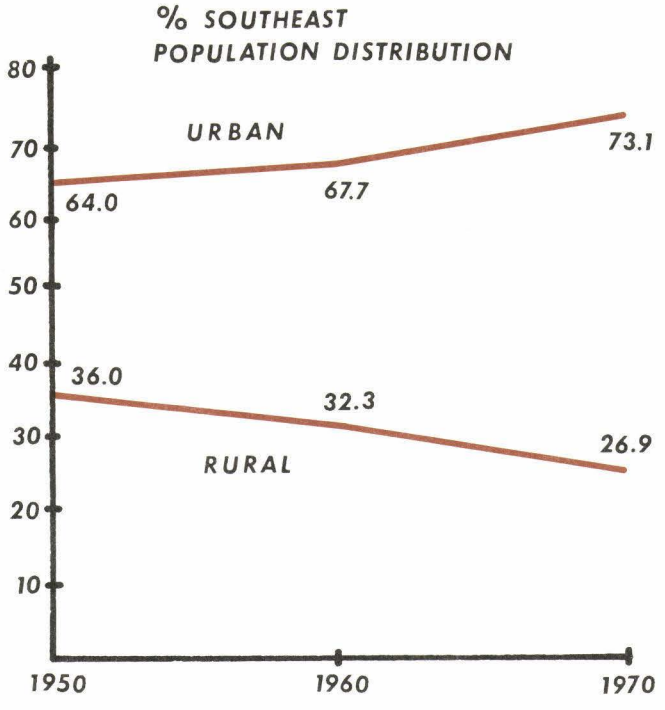
POPULATION

The population graphics show the relationships of urban and rural populations within the Region.

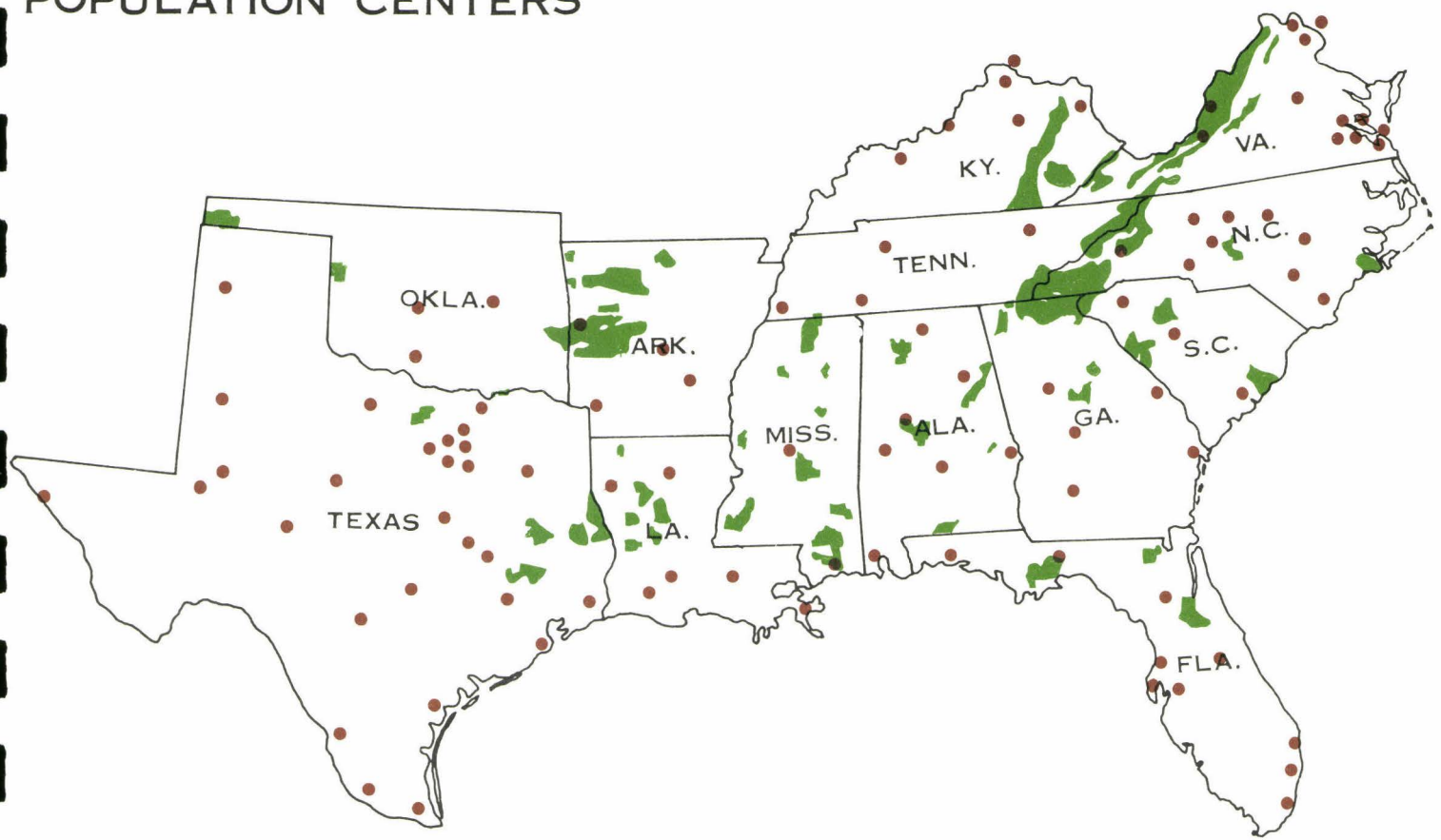
The highly concentrated urban centers within a day's drive illustrate the potential impact on resource attractions of the Region.

Population, leisure time, and disposable consumer income are on the increase. As these increase, so will the impact on the Region's recreation resources.

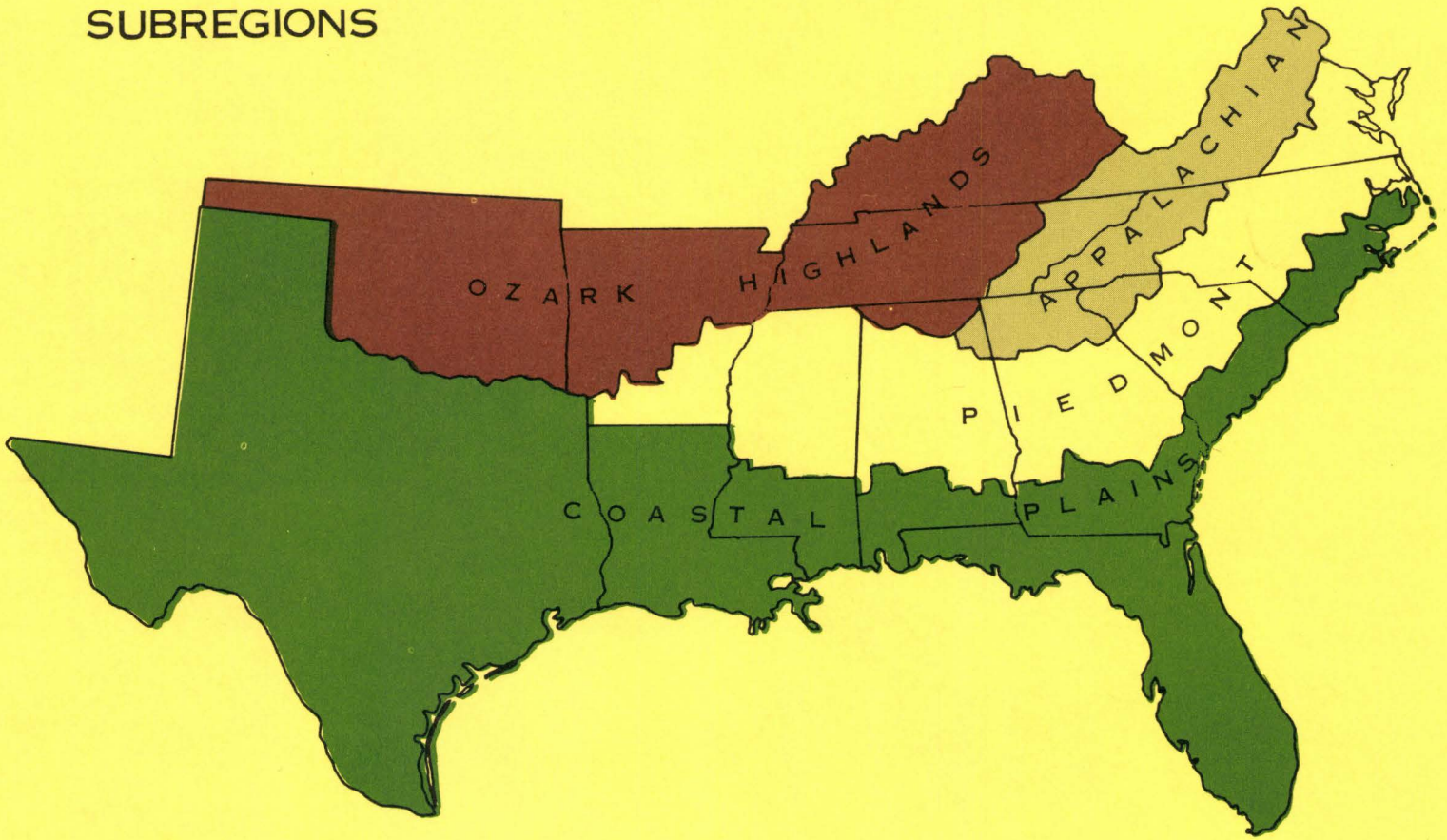




POPULATION CENTERS



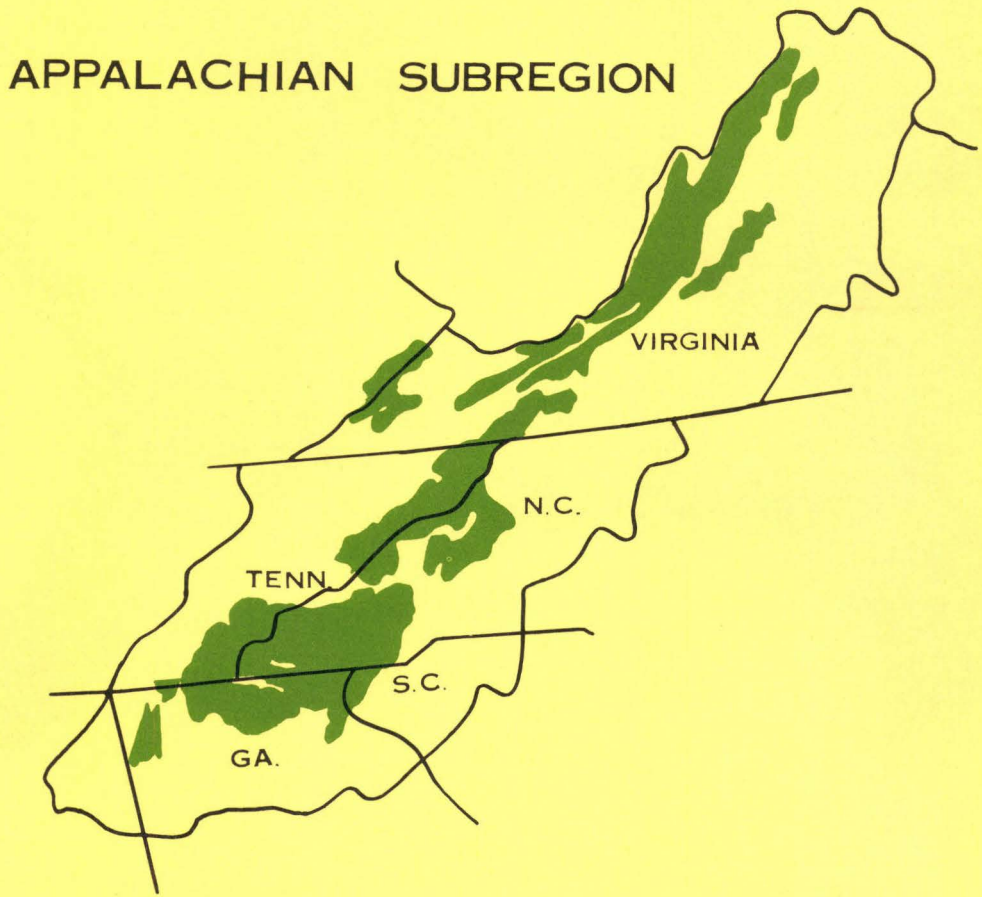
• CITIES 50,000 & ABOVE



SUBREGIONS

The Southern Region is made up of four distinct subregions. The Appalachians, Ozark-Highlands, Piedmont and Coastal Plains. These have similar topography, physiography, and planning situations. Each has a distinct personality—each having its own mood and character.

In planning, a more thorough and efficient job can be accomplished when planning similar units. Some idiosyncrasies of the subregion may prevail over the entire area. The result is a more knowledgeable and intimate plan.


APPALACHIAN SUBREGION
VIRGINIA
N.C.
TENN.
S.C.
GA.

APPALACHIAN

The Appalachian subregion consists of the South and Central Appalachian Mountain Areas of the Pisgah, Nantahala, Cherokee, George Washington, Jefferson, Chattahoochee and part of the Sumter National Forest.

The unit is tied together by the scenic mountainous terrain extending from West Virginia to North Georgia, also including the States of Virginia, Tennessee, North Carolina and South Carolina. The Appalachians are the highest mountains east of the Black Hills and form the Eastern Continental Divide. Elevations range from 500 to 6,700 feet. The mountains are situated between two relatively flat plains on which large industrial urban complexes have developed. This unit contains one of the most extensive hardwood forests in the world. The headwaters of a large number of rivers are located within it.

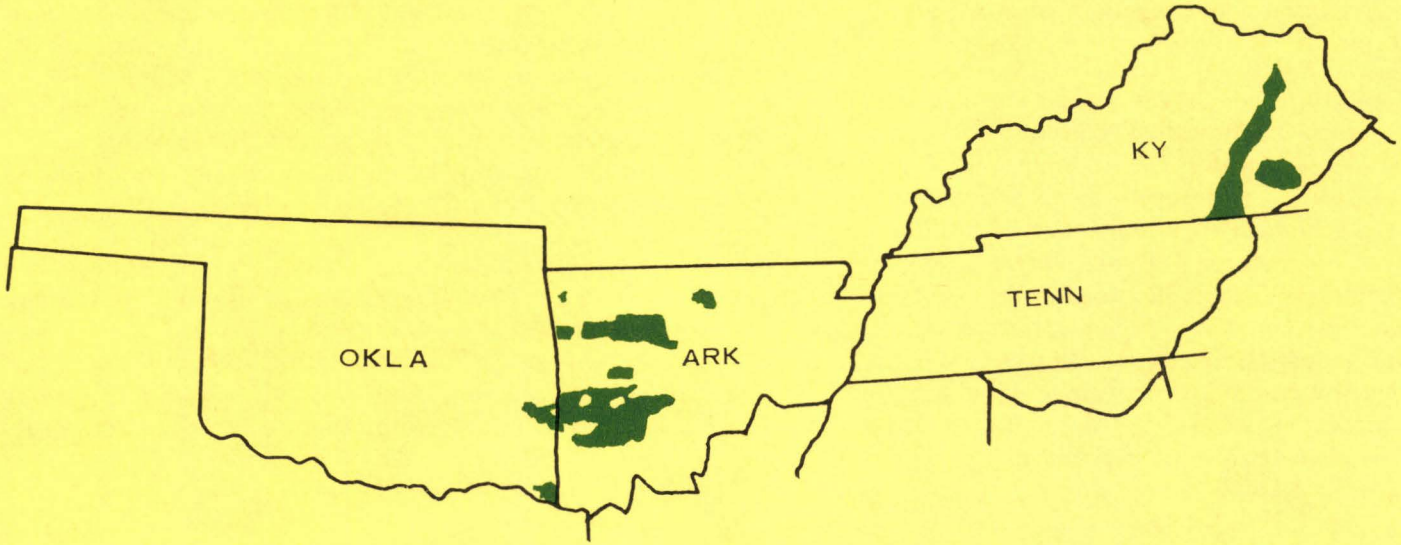
The climate is characterized by strongly marked seasons, frequent changes of weather, considerable rainfall, high humidity and moderate cloudiness and winds.

Temperatures range in the winter from an average in January of 30° to 40° F to an average high of 70° to 75° F in July. Summer mountain temperatures are generally 10° lower than the adjacent plains. This factor makes the mountains a desirable retreat for city dwellers and other nearby residents.

Vast urban areas stretch along the Appalachian Unit making large concentrations of potential forest visitors within an easy driving distance. As these population pressures continue to grow, so will the pressures on the forest resources and environment within this unit grow. Unless limits are set for the protection of the environment and use of the resource, the population pressures will bring about their impairment and eventual destruction.

The basic economic activities in the Appalachian Unit are agriculture, mining and manufacturing. Serious efforts are being made to develop a tourist-based segment of the economy. As the Interstate Highway System and the Appalachian Highway Corridors are completed these efforts will accelerate tourist industry development.

OZARK-HIGHLANDS SUBREGION



OZARK-HIGHLAND

The Ozark-Highland Unit consists of the Mountain, Ridge and Valley country of the Daniel Boone, and the Ozark and Ouachita National Forests of Kentucky and Arkansas.

This unit is similar in topography with sharply dissected plateaus and narrow rolling ridgetops breaking sharply to steep side slopes. Elevations range from 250 feet at the Arkansas Valley to 2,830 feet at Mount Magazine. The planning unit is characterized by an unusually regular East-West alignment of ridges. In contrast to this, the Daniel Boone is dissected by irregular drainages of seven major streams. The eroded plateau is broken up into valleys and ridges often separated by verticle cliffs to over 200 feet.

The climate is mild with distinct seasons. Summers are warm with temperatures averaging 80° F and the winters moderately cold and generally short. In the Spring and Fall, wide variations in temperatures, ranging from freezing to the 80's, are experienced. Many days are delightful for outdoor recreation. The average rainfall is approximately 50 inches.

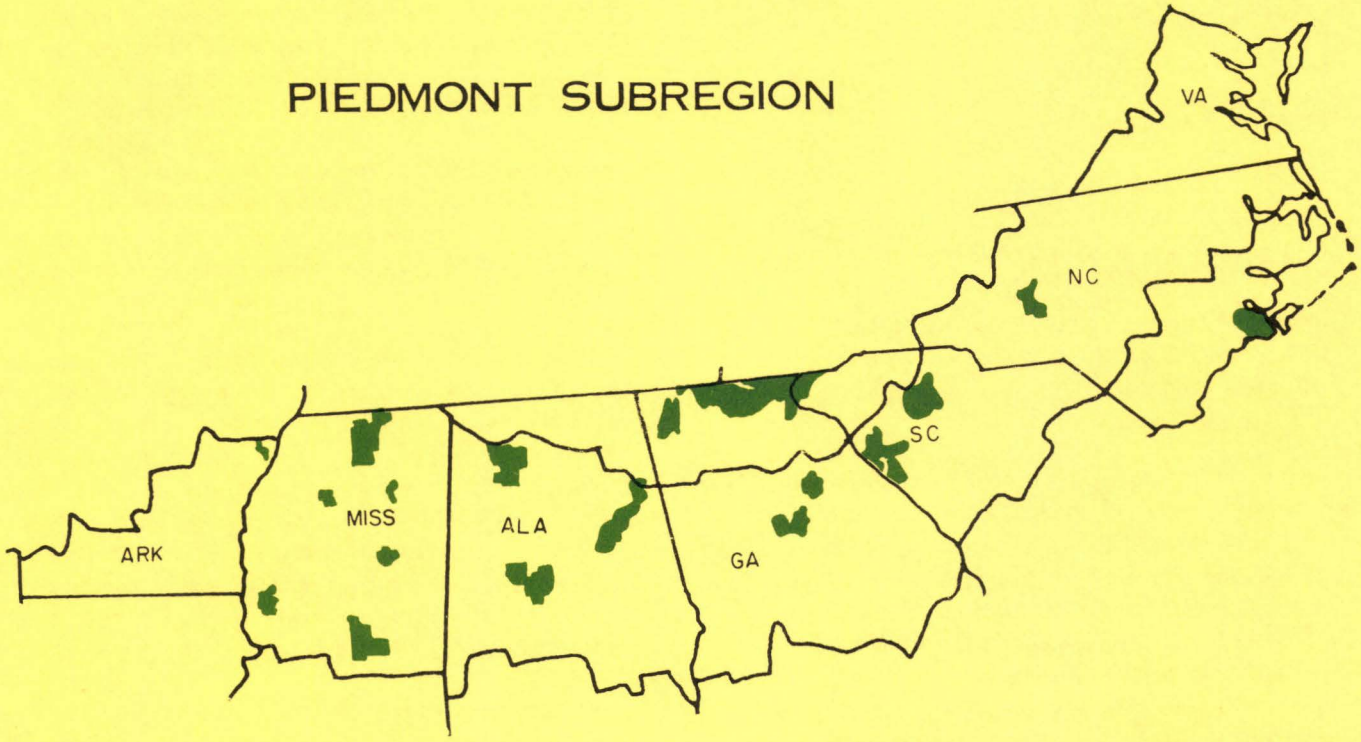
The varied topography combined with a forest cover provide many excellent opportunities for outdoor recreation. There are impoundments throughout the area to attract the recreation traveler.

The same physical features that provide recreation attractions are detrimental to the orderly development of the resource. The cliffs, gorges and steep side slopes are major obstacles to cross-country travel.

Within and adjacent to the forests, the majority of the population is still rural. However, the population within a day's drive of the unit is well in excess of 50 million people. There is a continuing population buildup in Texas, Ohio, and Illinois that will greatly affect the facility demand on the Forest. As the Interstate Highway System is completed and the U. S. and State Highways upgraded, these populations will be within an even shorter travel time of the resource.

The economic base of the Ozark-Highland Unit is agriculture, small industry, minerals, and tourism. As the highway system is improved, more emphasis will be placed on tourism and tourist-based services.

PIEDMONT SUBREGION



PIEDMONT

The Piedmont Unit consists of the Uwharrie, Sumter, Oconee, Bankhead, Talladega, Tuskegee, Holly Springs, Tombigbee, Bienville, Delta and St. Francis National Forests. It extends from North Carolina to Eastern Arkansas.

This Planning Unit is characterized by flat to rolling topography and slow moving streams. Its belt varies in width from 100 to 125 miles. It is bordered on the North by the Appalachian Mountains and the South by the Coastal Plains. At a few places monadnock-like hills rise 300 to 400 feet above the general summit elevation. This gentle topography lends itself to recreation development and reasonable construction cost. There are many watershed impoundments located through the unit.

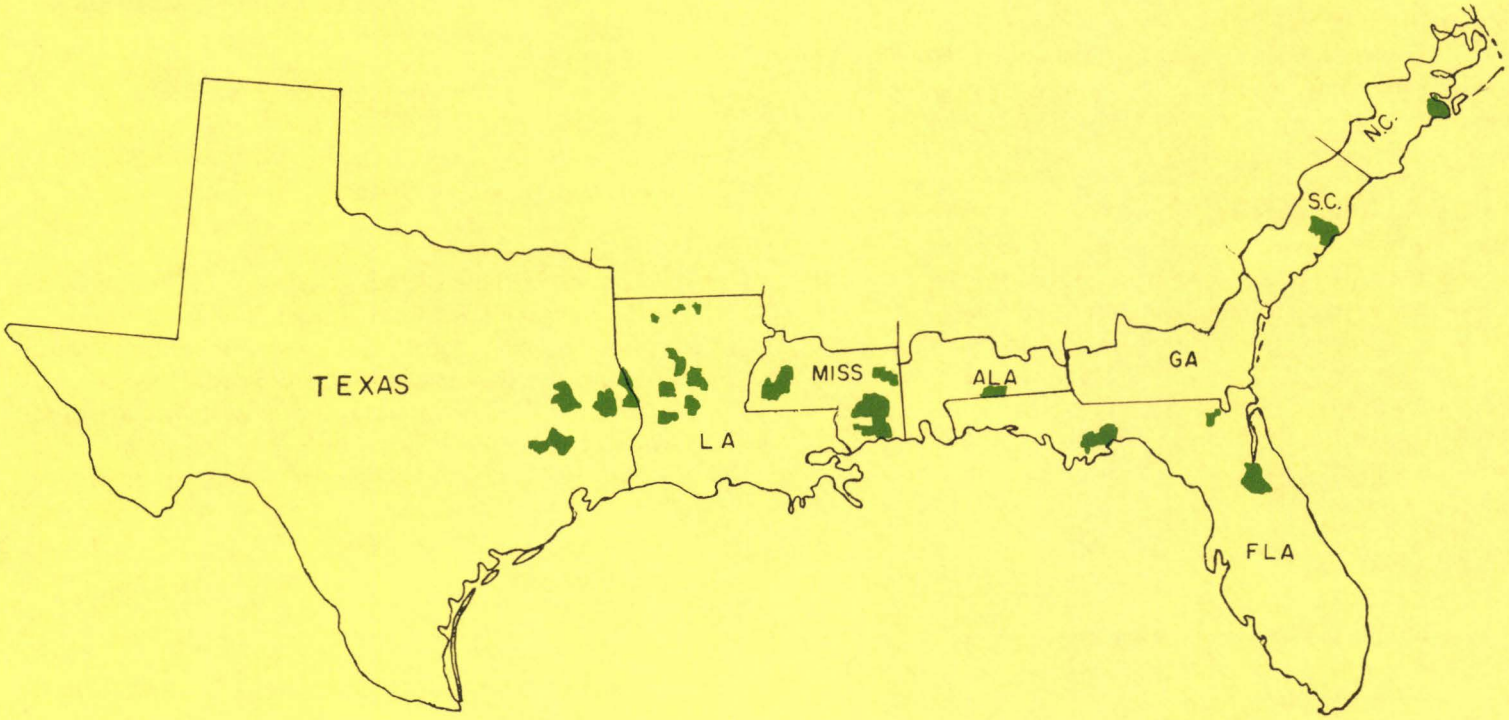
The climate is distinguished by mild winters with the coldest temperatures in January and February. The area is subject to hard freezes as temperatures in the middle twenties are common. Summers are long, hot and humid, indicating a need for shade and water-oriented recreation areas. An average of 50 inches of rainfall is distrubuted throughout the year. The use season is from late spring through fall. Fall foliage and spring flowering displays attract many visitors.

The unit is accessible by both State and Federal Highways. Some areas are bisected by the Interstate System. The major access problem is that of paved roads to the actual development sites.

Scattered through and adjacent to this unit are the major population centers of the South. As the highway system improves, the pressure from these population centers will increase. There will then be a great influence upon plans for forest development.

The economic base of the Piedmont Unit historically was agriculture. The trend now is towards industry. Industrial incomes are higher than from agriculture work and the hours needed to produce this income are less. Thus, more time and money is being spent toward recreation. This recreation use, in turn, will increase the demand locally for complementary goods and services.

COASTAL PLAINS SUBREGION



COASTAL PLAINS

The Coastal Plains Unit consists of the Davy Crockett, Sam Houston, Angelina, Sabine, Kisatchie, Homochitto, DeSoto, Conecuh, Apalachicola, Osceola, Ocala, Francis Marion and Croatan National Forests and the Cross Timbers, and Caddo National Grasslands. This unit extends from North Carolina to Texas.

The Coastal Plain Unit is an extensive lowland that has been alternately above and below sea level. This physiographic province is composed for the most part of unconsolidated sand, gravel, clay and moranic debris. Rivers brought to it much of the material which is there today, and rivers are responsible also for most of its topographic features. There is abundant evidence of recent changes in the level of the land relative to the sea in both the submerged and elevated portion of this continental margin.

The nature of the terrain lends itself well to most types of recreation activities, such as hiking, riding, hunting, and fishing. Perhaps the greatest deterrent to the enjoyment of the general scenic beauty is the lack of elevated vista points. The lakes and streams more than compensate for this one drawback.

The average annual precipitation in this unit is about 50 inches. Rains occur during every month with the most occuring during June, July and August. Summer rain is usually in the form of high intensity, rather short duration thunderstorms. The climate is mild with the summers being long, hot and humid, indicating a need for shade, air movement, and water-oriented recreation.

The unit is accessible by State and Federal Highways. The Interstate System is developed and close enough to provide far-reaching access for the millions of people that flock on to this unit for recreative endeavors. The annual migration of vacationers north and south is an impact on this unit. Because of improved access systems and increased leisure time the use season is rapidly becoming yearlong.

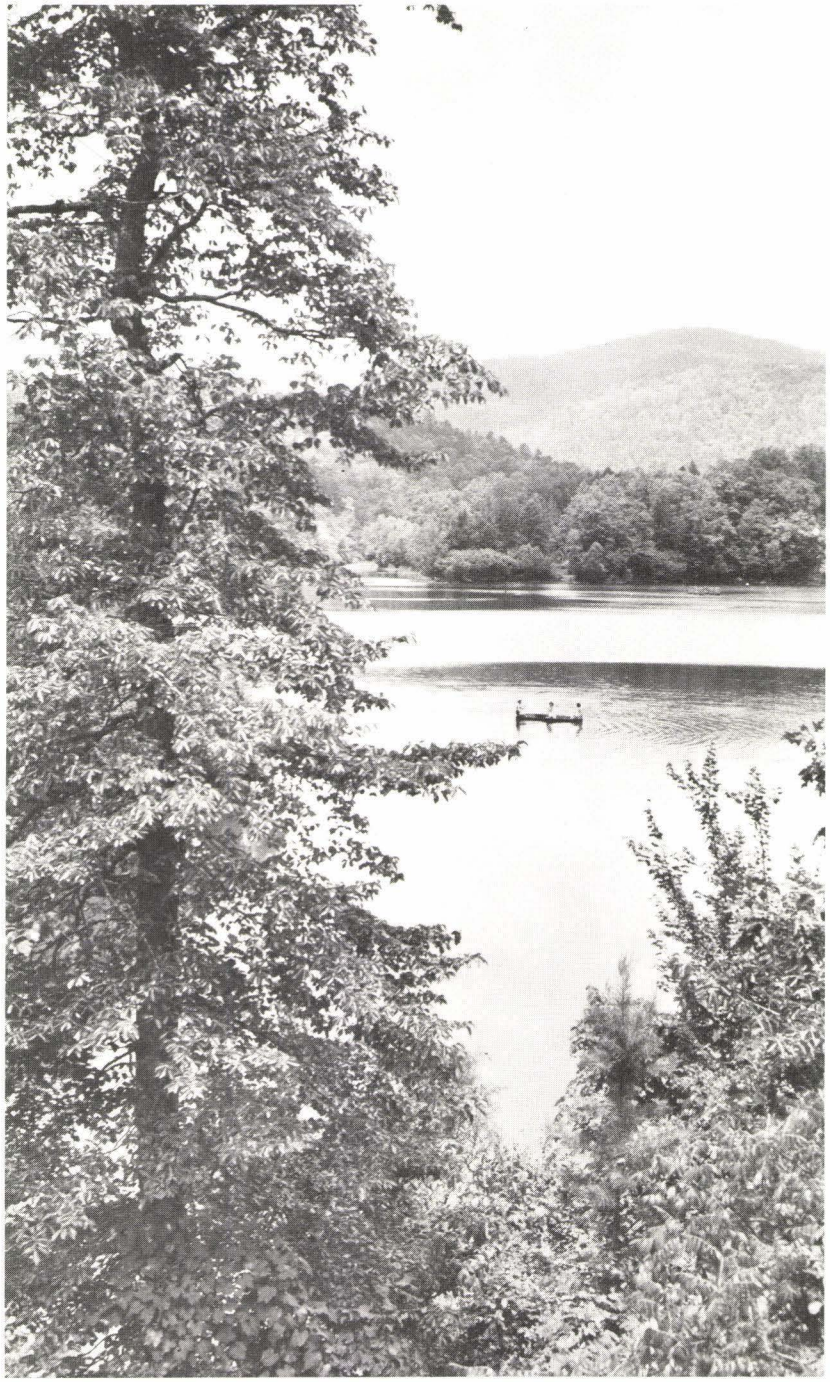
The economic base of this unit is agriculture and tourism. Agriculture has improved and modernized, but tourism has and is becoming the most important industry. As this industry increases, so will the need for the Forest to provide recreation for those who want a forest environment.

SUMMARY

The Southern Region provides a recreation base for millions of people today. This recreation use will continue to grow in increased numbers, intensity and duration. As this use grows, so must the management and planning direction of the resource grow.

These four subregions, Appalachian, Ozark-Highland, Piedmont, and Coastal Plains, provide a better base for planning the direction and management of the resource. Through unit planning a greater number of recreation plans can be produced in a shorter period of time and with higher quality.

SUBREGIONS



GUIDE

Outdoor recreation activities require the use of broad ranges of natural resources in varying com- disturbed areas. Between these extremes are areas of various types that have been more or less modified by man. Some are developed solely for recreation, and others are managed for recreation in conjunction with other resource uses. In the Southern Region, all outdoor recreation is divided into three identifiable recreation categories; these are:

—Developed Recreation

—Dispersed Recreation

—Special Interest Areas

The Unit Plan will identify the Administrative policies relating to each of the above recreational categories. This will be done in terms of the unified planning concept for each unit area. Binding all factors together the Unit Plan will identify all phases of resource management, resource use and needed physical developments. It will classify land and water areas for various kinds and intensities of use.

DEVELOPED RECREATION

The increasing number of users have required that formal developments be established and that modern sanitation facilities be provided. The rapid rise in popularity of recreation vehicles—many equipped as self-contained units—has put new pressures on campground development and administration.

Many areas of the National Forest System offer unique scenic grandeur, scientific, and other natural values for the inspiration and re-creation of humanity. Some visitors wish to backpack, others seek accommodations in permanent facilities, i.e., lodges and cabins. An ever-increasing number seek accommodations in formal campgrounds equipped for the modern conveniences of an urban society.

The solution to the growing problems related to camping and campground development does not dictate the elimination of all but tent camping. It is essential to plan and administer camping and campground development in restrained and creative ways if it is to continue to provide a quality experience along with the wise use of natural resources.

Visitor accommodations will provide for a range of experiences from minimum facilities to the campground offering full utility hookups for recreation vehicles. Where such accommodations, facilities, and services exist in adequate supply within, adjacent to, or outside the Forest boundary, they should be provided by private enterprise, when feasible.

Private enterprise will be encouraged to provide accommodations, facilities, and services for public use and enjoyment of the National Forest to the extent they are consistent with the carrying capacity of the resource, when the need exists. Services offered to the public by concessioners must be satisfactory as judged by recognized standards and the rates for such service must be reasonable. However it is the Forest Service's responsibility to offer concessions only when it is economically sound for the concessioner. Private enterprise can provide individual hookups for water, electricity, and waste disposal.

The number of sites, location and sizes of the tracts of land assigned for concessioner's development shall be held to the minimum essential to proper and satisfactory operation of the accommodations authorized to be installed and operated. Such permitted developments shall be constructed so as to be harmonious with their surroundings.

Facilities will be operated and maintained within their designed capacity. Individual sites or entire loops should be rested and, if necessary, renovated on a rotational basis. Innovative and creative use of modern techniques is encouraged including periodic restoration of native plant material, reseeding with native grasses, use of commercial fertilizer, portable irrigation systems, and surfacing of heavy-use areas with inert materials.

No overflow or excess use of a campground or an individual campsite will be permitted. To accommodate visitation, advance reservation of campsites and limitation of length of continuous use by one camping party may be imposed.

Except as may be approved by the Regional Forester in specific locations, campgrounds will be limited to 250 sites and designed so as to permit areas of separation between campsites which can be managed to retain as much as possible of the natural environment.

Location, size, and facilities offered will meet the minimum standards as listed in the "Concepts."

Recommended standards for safety and public health prescribed by Federal, State or local authorities having jurisdiction will be observed in providing for the health, safety and well-being of visitors and those employed in developed areas.

DISPERSED RECREATION

More Americans are better able to afford dispersed use activities. The trend is already quite evident. The number of persons seeking the peace and tranquillity of the National Forest System increases by approximately 8% yearly.

Dispersed recreation activities are those which are generally associated with low density use, and take place throughout the entire forest. Typical low density activities include fishing, hunting, hiking, mountain climbing, white water canoeing, bird watching, and minimum development camping. These traditional recreation activities in the out-of-doors are commonly in conjunction with other resource uses, such as timber production, mining (minerals and oil), grazing, agriculture and watershed management.

Recreation facilities within the forest shall be limited to those that are necessary and appropriate, such as observation sites and trails, and provided only under carefully controlled safeguards, so that the least damage to the natural resource will be caused. Location, design and material shall be consistent with the management objectives of the Unit and compatible with the natural environment.

Activities that concentrate use, such as camping, picnicking, swimming, etc., will be permitted only at designated sites. For example, when camping is in conjunction with a low density activity such as hunting or hiking, the visitor may be required to camp at a designated Minimum Developed Site.

Off-road use of motor propelled vehicles may be permitted at specified times in specified locations or on designated routes throughout the Forest where this use is compatible with other resource uses.

Dispersed recreation activities will be encouraged to the extent they are consistent with the recreation objectives of the Unit and the physical capability of the Unit to accommodate such uses.

The recommended standards for safety and public health prescribed by Federal, State or local authorities having jurisdiction shall be observed in providing for the health, safety and well-being of visitors and those employed in Dispersed Recreation Areas.

SPECIAL INTEREST AREAS

Special Interest Areas present one of the most difficult problems. They must often be large and they must not be overused, or the delicate natural balance and isolation which are their distinctive features, will be lost.

The most promising means of providing an adequate supply of Special Interest Areas in the South appears to be a program of very restrictive management of Areas already established and by augmenting these Areas with new opportunities for Special Interest Areas. Established areas and those to be inventoried should provide an inspirational and scientific experience that will satisfy a large porportion of anticipated demand.

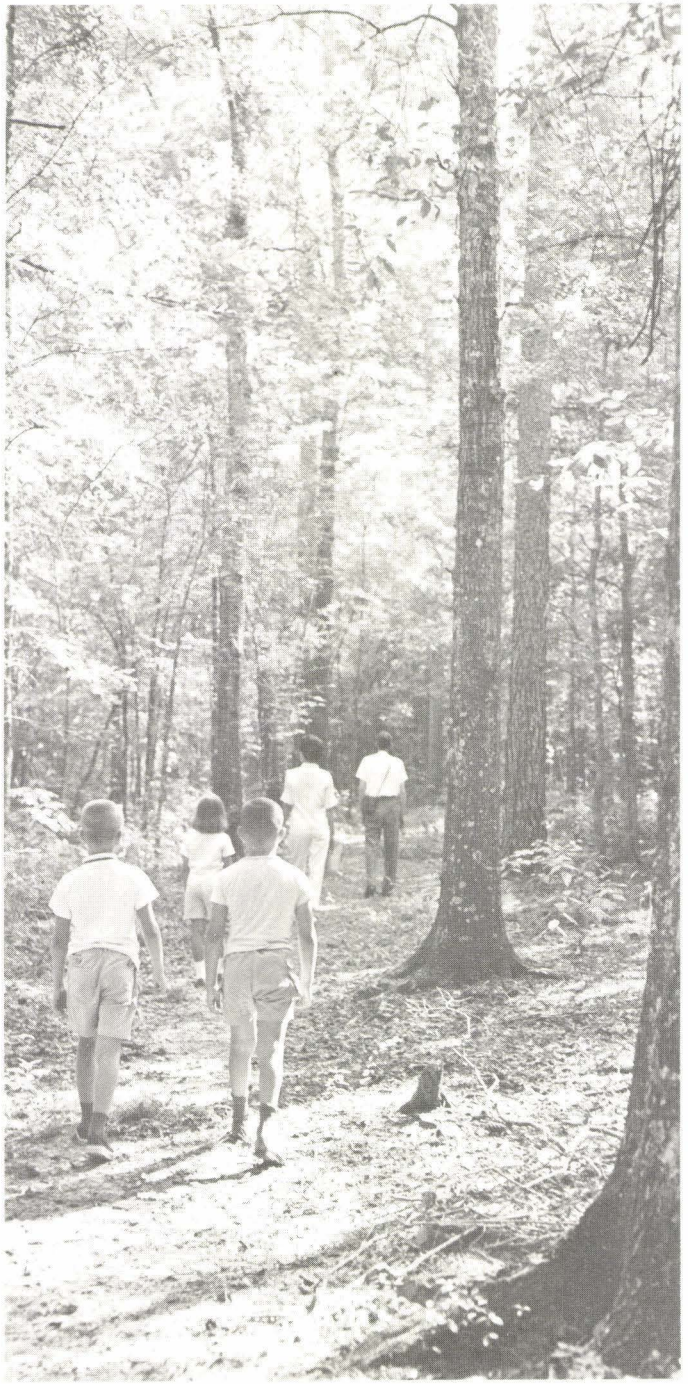
The management and use of these Special Interest Areas shall be directed toward maintaining, and where necessary, reestablishing indigenous plant and animal life. Use within these Areas will be in balance with the use that can be accommodated without impairment of the natural values.

Physical development shall be limited to those that are appropriate, and provided only under carefully controlled safeguards. Location, design and material, to the highest practicable degree, shall be consistent with the preservation of the natural environment.

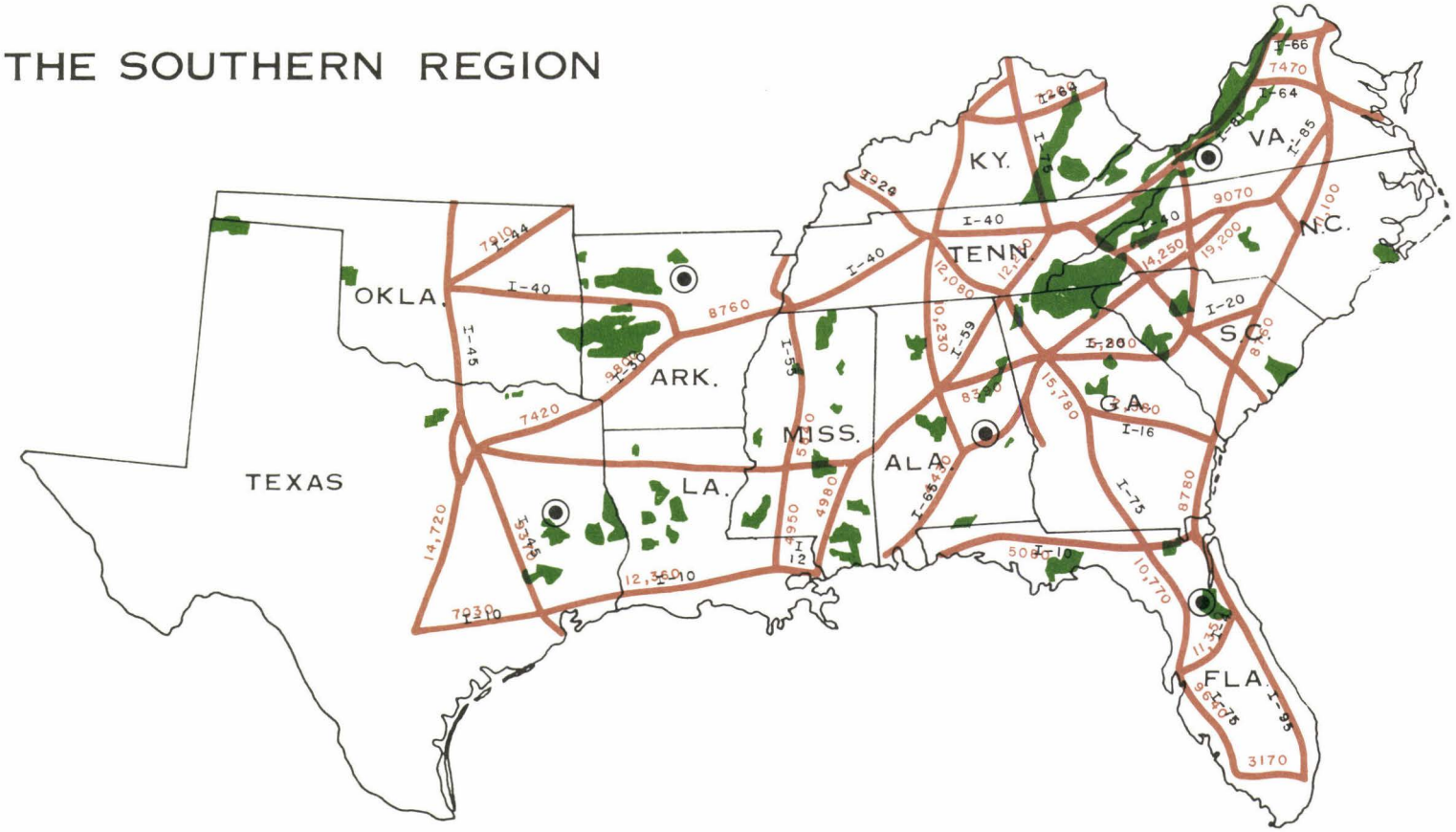
To achieve the purpose of a Wilderness, Wild and Scenic River, Scenic Area and other Special Interest Areas the preservation and appropriate public use, planning and management should be related to the total environment in which the area is located. Such planning and management should recognize the need for transportation criteria, utility and communication corridors near or adjacent to their boundaries. Development proposals that infringe on the natural environment of the area will be prohibited. To the extent possible, Special Interest Areas shall be maintained in a natural state for their inherent educational, scientific, and inspirational values, and as a medium for supporting the diversity and the continuation of the life process.

In Special Interest Areas, outdoor recreation activities, such as hiking, mountain climbing, horseback riding, sightseeing, photography and similar low density uses can be accommodated without material alteration or disturbance of environmental characteristics or the introduction of artificiality into natural environment. These activities will be encouraged and provisions shall be made to facilitate public participation in them.

Recommended standards for safety and public health prescribed by Federal, State or local authorities having jurisdiction shall be observed in providing for the health, safety and well-being of visitors and those employed in Special Interest Areas.



THE SOUTHERN REGION



SUBREGIONS

Forty-six million people reside within the confines of Region Eight. In 1970 these people and others exerted an impact of 18.7 million visitor days use on the recreation resource.

Five specific locations within the Region are identified as areas of high use concentration. Identification is based on special scenic or man-made attractions, availability to transportation network, existing facilities, close to population centers or prior commitments. Maximum Development Areas will be constructed at these locations. They will be intensively developed to provide diversified recreation opportunities for a large number of people.

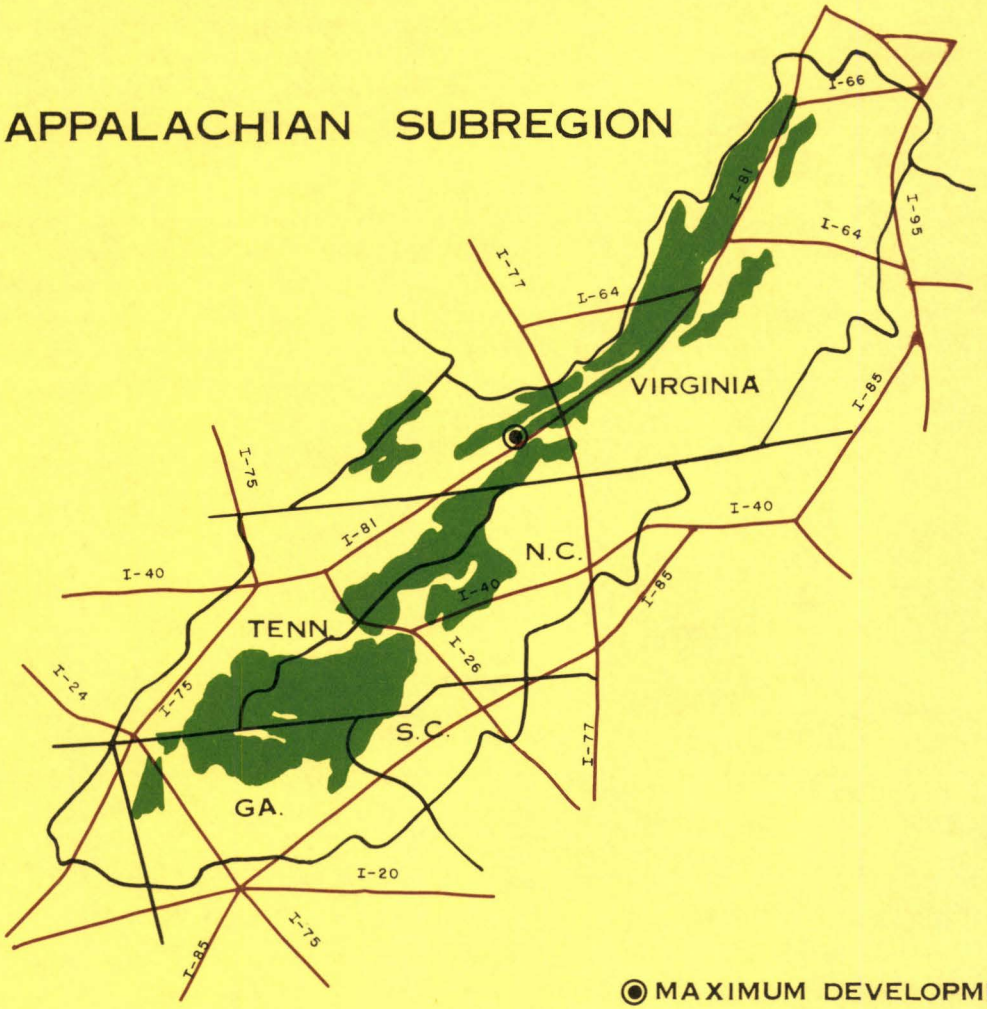
Allocation of facilities, within the Region and in each Sub-Region is based on current static population and its present recreation demand. This is tempered by past use trends and known physiographic limitations of the resource to accommodate the human impact.

Figures in this table represent guidelines for Unit Planners. They may be adjusted as necessary within each Sub-Region. Final distribution of units within the Sub-Region will be the responsibility of the Regional or Sub-Regional Interdisciplinary Planning Team. Distribution at this time is based solely on the capability of the resource to accommodate the impact.

Sub-Region	*Population*	*Existing Facilities PAOT*	*Present Demand PAOT*	*Facilities Deficit PAOT*	*Needed Units*
APPALACHIA	6,045,100	22,677	26,500	3,823	765
OZARK HIGHLANDS	7,972,482	8,500	28,800	20,300	4,060
PIEDMONT	14,926,883	4,845	63,400	58,555	11,711
COASTAL PLAINS	17,082,385	13,146	96,800	83,654	16,730
TOTALS	46,026,850	49,168	215,500	166,332	33,266

PAOT — Persons At One Time

APPALACHIAN SUBREGION



◉ MAXIMUM DEVELOPMENT AREA

APPALACHIAN

A Maximum Development Area will be constructed at Mount Rogers National Recreation Area. This decision supports past commitments for this project. The NRA is ideally located adjacent to Interstate 81, which is a major travel corridor through Appalachia. This corridor links it with the metropolitan areas throughout the Southeast. Local interest and private planning have pointed the way for development, complete with supporting recreation facilities constructed by private enterprise.

The Appalachia Sub-Region has a population of six million persons. It has the smallest population of all the Sub-Regions; but yet has the greatest number of existing facilities. The demand formula indicates a surplus of camp units but a demand for picnic units. This unique situation calls for a critical analysis of the quality and location of all existing units to determine if they are currently meeting their intended purpose. Relocation and redistribution of units within Appalachia Sub-Region is one alternative that must be considered. Proposed new developments must be a balance between removal of old poorly located units and the construction of new ones at a more desirable location.

ALLOCATION

Location	Units
Mt. Rogers (High Density Area)	265
Jefferson	100
George Washington	100
Nantahala	100
Chattahoochee	100
Pisgah	100

OZARK-HIGHLANDS SUBREGION

◉= MAXIMUM DEVELOPMENT AREA

OZARK-HIGHLAND

Blanchard Springs Caverns is the location of the Maximum Development Area for the Ozark-Highlands Sub-Region. A feasibility study supported early claims of large amounts of people that will be attracted to the Caverns. Somewhat isolated between several major travel corridors, the Caverns may be more difficult to reach initially. This should be remedied by a progressive State Highway construction program. Private enterprise is busy developing support facilities.

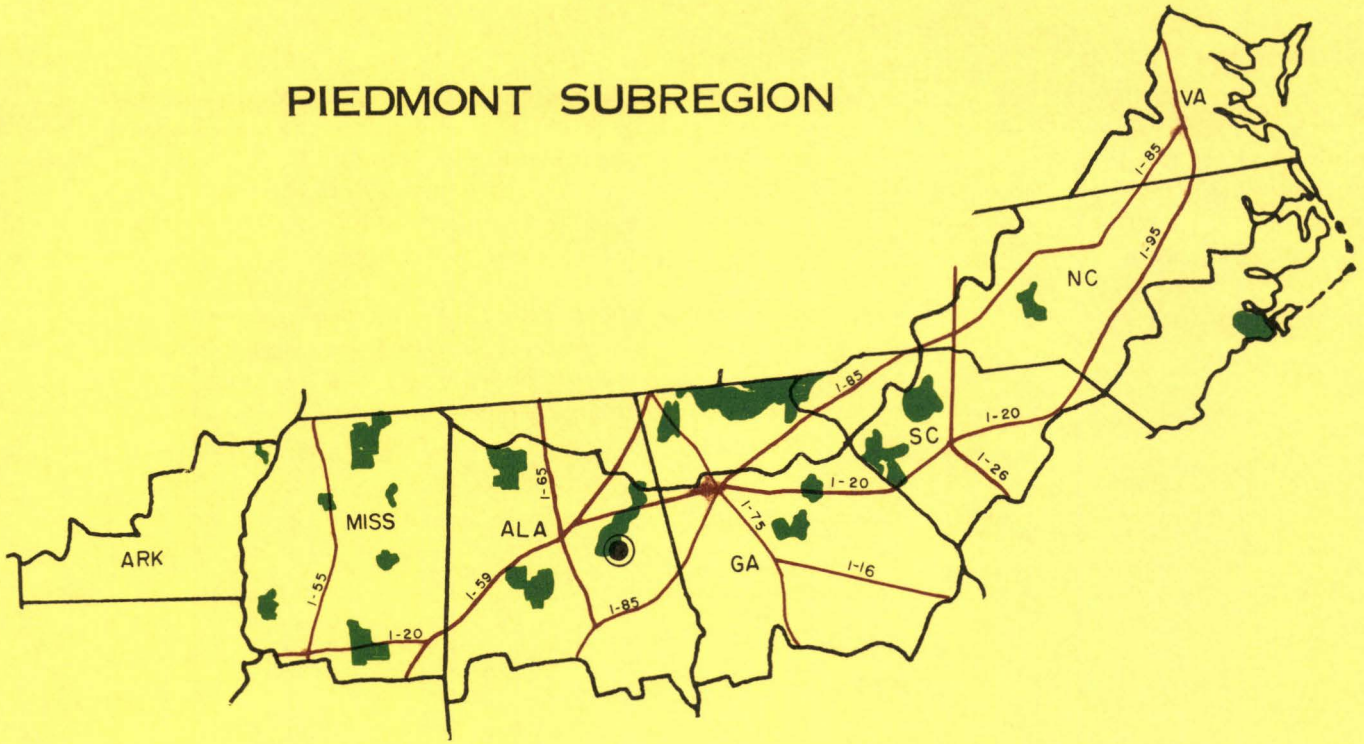
ALLOCATION

Location	Units
Blanchard Springs (High Density Area)	1000
Ouachita	1000
Daniel Boone	1015
Ozark	500
*Sub-Region Deficit	*445

There are 7.9 million persons living in the Ozark-Highlands Sub-Region. Forest Service ownership is not evenly distributed and exists only at the extreme reaches of the Sub-Region. Other Federal Agencies are actively developing outdoor recreation, therefore, development plans should be coordinated to minimize duplication of services.

You will note a sub-regional deficit exist here. However, this allocation will carry the first planning period, approximately 10 years. The final allocation will be determined upon completion and review of the unit plans.

PIEDMONT SUBREGION



◉ MAXIMUM DEVELOPMENT AREA

PIEDMONT

The Talladega Scenic Drive was selected for the development of a Maximum Development Area. This location was selected on the basis of its accessibility to such major population centers as Birmingham and Montgomery, Alabama and Atlanta and Macon, Georgia. These four cities represent a population of 3.8 million people. These persons come from urban communities where the need for outdoor recreation is the greatest. Besides being accessible by interstate routes, the site is suitable for high density developments.

ALLOCATION

Location	Units
Talladega (High Density Area)	3000
Oconee	700
Sumter	900
Uwharrie	600
Mississippi	2520
Alabama	1250
St. Francis	625
*Sub-Region Deficit	2116

There are 14.9 million persons living in the Piedmont Sub-Region—many of whom are considered economically and culturally underprivileged. Although there is a substantial amount of National Forests ownership, this Sub-Region has the least existing recreation facilities.

You will note a Sub-Region deficit exists here. However, this allocation will carry the first planning period approximately 10 years. The final allocation will be determined upon completion and review of the unit plans.

COASTAL PLAINS SUBREGION

◉ MAXIMUM DEVELOPMENT AREA

COASTAL PLAINS

There are two Maximum Development Areas in the Coastal Plains Sub-Region. Each has been designated for somewhat different reason. Access to large urban centers such as Houston, Dallas, Austin and Beaumont, Texas support the decision to construct a Maximum Development Area located on the shores of Sam Rayburn Reservoir. The demand for this type of recreation area is substantiated by past visitation. The other Maximum Development Area will be located on the Ocala National Forest in Florida. Because of the yearlong season and accessibility to large masses of people, greater benefits are derived from each dollar spent. Especially important will be the impact of Disneyland in Orlando, Florida.

ALLOCATION

Location	Units
Sam Rayburn (High Density Area)	3100
Ocala (High Density Area)	3500
Louisiana	700
Alabama	350
Mississippi	1050
Florida	1580
South Carolina	400
North Carolina	450
Texas	5600

Seventeen million people live within the Coastal Plain Sub-Region. Forest Service ownership is primarily in the western portion of the Sub-Region where the majority of the pressure is located. Coastal Forests receive periodic pressures from travelers including a moderate amount of day use from local groups. Physiographic factors will play an extremely important role in Unit Planning within this Sub-Region.

PLANNING

Planning is essentially a process of orderly and systematic anticipation of the future of the area, involving recommendations of necessary actions to achieve the objectives of the plan. Planning does not set goals or objectives; rather, it points out the consequences of alternative decisions relating to the utilization of resources and recommends programs of action considered most appropriate and effective in the light of objectives which have been set.

The primary purpose of this plan is to give specific direction to National Forest objectives and policies. A staff of experts will provide for the consideration of biological, ecological, geological, social, economic, political and other factors in the development and maintenance of Unit Pianning Guides. This plan is prepared for Recreation Planning and Administration and gives direction to the development of Unit Plans Guides.

Within the objectives and policies established by the Guide, the Unit Plan is a total management plan for all the social, economic, natural resources, and other environmental situations found within a unit. The Unit Plan spells out what, where, how, and when management actions are to be taken. It contains the basis for evaluation of all impacts on the unit. The unit may vary in size but will generally conform to natural drainages. Where this is not practical, the boundary will be based on other physical features. The size of the unit is dictated by social, political, and economic considerations and its manageability. All planning will recognize its common boundary.

Special areas with boundaries or components set by law as administrative direction, such as the Blue Ridge Parkway and Appalachian Trail, will be established as complete units and planned accordingly.

All planning, whether it be Master Planning, development of Guides, or Unit Planning, will be accomplished by the Interdisciplinary Team approach.

—Planning will be accomplished by Interdisciplinary Team.

—Planning and programming schedules will be established through coordinated action by the Regional Office and the Forests.

—Projects will not be initiated without an approved Unit Plan.

—Plans will be kept current and revised as necessary to reflect changing conditions.

ADMINISTRATION

A wide range of recreational uses, facilitated by varying kinds of development and management techniques, will be encouraged. Some desirable activities will require intensive-use facilities which will alter the basic resource on site. Activities will vary from those of high intensity on limited areas of land, such as swimming beaches and camp-grounds, to those of low intensity that require considerable natural area or open space in order to provide meaningful recreational experiences (hunting, fishing, etc.). Generally, every recreation area will be planned, developed, and managed as to accommodate varying intensities and kinds of use.

Administrative policies relating to physical facilities within Developed Recreation Areas are more liberal than those for dispersed or Special Interest Areas. This is so, when outdoor recreation is the dominant or primary resource management purpose. The development of physical facilities thus becomes a most significant part of the recreation area program to promote this management objective and to accommodate a wide variety of recreational uses. It is of particular importance that the scope and type of developments, as well as their design, materials, and construction, enhance and promote the use and enjoyment of the recreational resources of the area.

Imaginative design, innovations in the use of materials, and construction techniques, can promote the realization of the management and use objectives. Facilities which clash with their environment can be avoided. It is the purpose of the following guidelines to enhance the quality of the outdoor recreational experience for each visitor.

—A recreation operation and administrative plan will be prepared for each developed site consistent with unit planning procedure.

—A cost analysis study will be prepared for all existing recreation sites within the Unit to determine true economic value. Site retention or elimination will be based upon its economic worth.

—Detailed cost accounting of construction, administration, operation, and maintenance will be kept for each recreation site according to Regional Guides for management and planning purposes.

—Public advancement programs, such as, Youth Conservation Corps, Green Thumb, etc., will be implemented to supplement a decreasing recreation budget. Unit planners will identify advancement programs associated to each unit and Subregion.

VISUAL RESOURCE MANAGEMENT

The traditional and technical elements of forest management can be applied, with only slight modification at times, to serve both the needs for commercial timber production and improved woodland appearance. Bringing forest practice down to the roadside is quite desirable as an educational tool. It will acquaint the public with the fact that forestry practice also can be aesthetically pleasing. The scientific application of pruning, weeding, thinning, improvement cutting and harvesting, tempered with a concern for the visual impact all bear on the forest appearance.

Six factors affect the landscape as it is seen or affect the observer as he looks at the landscape. They are distance, observer position, form, spatial definition, light and sequence. All of these factors are variable; they may change with the passage of time, and some may be changed voluntarily through manipulations which affect the resource and the observer. The manipulation of landscape is where our interest mainly lies.

Programs of Visual Resource Management may be carried out within planning Units for the purpose of enhancing aesthetics generally which may include:

—Encouragement of certain species of plants.

—Increasing the ability of certain areas to absorb recreational use through vegetative management.

—Maintaining a stage of plant succession.

—Retention of provision of open areas, meadows, vistas, etc., or the planting of open areas to trees or shrubs.

—Enhancement of roadside vegetation.

—Management of landscape for educational or interpretive purpose.

—Rearrangements, as necessary, of land contours, particularly in areas formerly denuded, mined, or excavated.

DEVELOPMENT

The planning and management of recreation resources are basic factors in expanding the supply of future recreational opportunities. Identification of the purpose for which outdoor recreation resources are best suited is essential as a guiding principle in providing a balanced supply.

Outdoor recreation requires the use of a broad range of natural resources in varying combinations, from intensively developed sites providing diversified recreation opportunities for large numbers of people, to undisturbed primitive areas providing enjoyment for limited groups. Between these extremes are areas of various types that have been more or less modified by man. Some are developed solely for recreation, while others are managed for recreation in conjunction with other resources uses.

Most areas can be developed for more than one purpose. When this is the case, several factors will influence the decision as to the best development for any given area. Physical characteristics, location, economics, social considerations, and public needs for different kinds of recreation activity and for other uses of natural resources, together with the objectives, must be analyzed and evaluated before making a final choice.

When the physical features and location of an area are such as to allow its development in more than one category, it should be placed in the class which in the long run will produce the optimum combination of values. This principle necessitates a comparison of recreation values and other resource values.

MAXIMUM DEVELOPMENT

High-density recreation areas are usually, but not necessarily, located near urban centers. They will provide facilities for all types of recreation in keeping with environmental factors. They will be located so as to accommodate large numbers of visitors. The "mass" use of this area is its most distinguishing characteristic. Planning, design, and administration will:

—Plan for a minimum of 250 family units.

—Primary sewage treatment facilities will be necessary.

—Trails within the area will be paved or treated in keeping with the traffic.

—Area will have 24 hour protection.

—Supplemental convenience facilities such as amphitheaters, nature study areas, and visitor services programs will be provided.

—Location must be scenic or water oriented.

—Should be convenient or adjacent to attractive private enterprises.

—May have commercial resort facilities on site.

—Planning and design must be coordinated and/or complementary to adjacent private sector.

—Open play fields and/or tot lots will be constructed for the younger visitors.

—Convenience facilities will be considered but not limited to:

1. Utilities and electricity
2. Camp store
3. Recreation equipment rental
4. Cabins and shelters

—Must be accessible by paved roads.

—Recreation Experience not less than the five level.

MEDIUM DEVELOPMENT

General recreation areas utilize natural resources for the specific recreation activities for which they are particularly suited, irrespective of location. Generally, they are readily accessible by paved roads and are equipped with a wide variety of man-made facilities, which may vary from simple to elaborate. Although use will be heavy, it seldom will have the "mass" feature associated with High Density Areas. Planning, design and administration will:

—Plan for a range of 50 to 250 family units.

—Primary sewage treatment facilities will be necessary.

—Trails within the area will be paved or treated, determined by the amount of traffic.

—Area will have 24 hour protection.

—Supplemental convenience facilities such as amphitheaters, nature study areas, visitor services programs may be provided.

—Location must be scenic or water oriented.

—May be convenient or adjacent to attractive private enterprise.

—May have the following commercial facilities available on site.

1. Camp Store
2. Recreation equipment rental
3. Marina

—Location will be coordinated with the private sector.

—Will have open play fields for younger visitors.

—Recreation Experience to range in the three to four levels.

MINIMUM DEVELOPMENT

Natural environment areas will provide the traditional recreation experience in the outdoors. Management of these areas will be in conjunction with other resources uses. Areas will encourage users to enjoy the resource in a natural environment. Planning, design and administration will:

—Plan for a range of 15-50 family units.

—Sewage disposal will be by filter field or chemical treatment, where possible.

—Trails within the area will be designated but not necessarily surfaced.

—Visitor services programs and facilities may be offered.

—Location should be convenient to natural attractions.

—On site commercial facilities may consist of dispensing machines.

—May be accessible by paved access roads but not required.

—Recreation Experience to range in the two to three levels.

DISPERSED DEVELOPMENT

Dispersed areas should include provision for access roads, trails, and basic but not elaborate improvements necessary for camping and related activities. The only special measures necessary would be for fire control, safety and the prevention of vandalism. Planning, design, and administration will—

—Plan for a range of 5-15 family units.

—Pit or vault toilets will be provided.

—Trails and parking areas will be designated to reduce impact.

—Potable water may be provided.

—Location will be generally remote but near natural attractions.

—Commercial facilities will not be allowed on-site.

—Access will be by graveled all weather road.

—Recreation Experience to range in the one to two levels.

SPECIAL INTEREST AREAS

The areas of scenic splendor and outstanding natural features are limited in number and are irreplaceable. The size of these areas will depend upon the physical features of the central attraction. In general, the areas should be of sufficient size to insure an appropriate atmosphere and to protect the unique characteristics. In some cases, the "line of vision" concept should be used in determining the desirable size of the area.

The kinds and amount of use that the area can sustain are limited and there is a critical point beyond which further use brings about deterioration. This point will vary from one site to another. In all cases the recreation activities that can be permitted must be measured in terms of the protection of the particular site, rather than in terms of public demand.

—Overnight facilities will be excluded from the immediate vicinity of the central attraction.

—Improvements will be held to a minimum required for public safety and site protection.

—Improvements should be planned to harmonize with the physical environment.

—Roads, parking, and sanitary facilities should be located on the periphery of the area and the public encouraged to walk whenever feasible.

—Trails will be located to take advantage of the natural terrain and attractions.

—Recreation experience to be held to the one level.

HISTORIC AND CULTURAL SITES

These sites are associated with history, tradition, or cultural heritage of the Nation which are of sufficient significance to merit their preservation.

Although these resources do not provide outdoor recreation opportunities in the usual sense, they are closely associated with vacation travel, and hence are included. The primary management objective should be to effect such restoration or reconstruction as may be necessary to protect them from deterioration, and to interpret their significance to the public. Suitable access and prevention of overuse are equally essential.